UNITED
NATIONS

A

General Assembly

Distr.
GENERAL

A/48/889
2 March 1994

ORIGINAL: ENGLISH

Forty-eighth session
Agenda item 149

# FINANCING OF THE UNITED NATIONS OPERATION IN MOZAMBIQUE

## Report of the Advisory Committee on Administrative and Budgetary Questions

1. The Advisory Committee on Administrative and Budgetary Questions has considered the report of the Secretary-General (A/48/849), which provides information on the financial performance of the United Nations Operation in Mozambique (ONUMOZ) for the period from 1 July to 31 October 1993 (para. 31 and annexes I and II); the revised cost estimate for ONUMOZ for the period from 1 November 1993 to 30 April 1994 (para. 32 and annexes III and IV); and the revised estimate for the period from 1 May to 31 October 1994 (paras. 33 and 34 and annexes III and V), should the Security Council decide to extend the mandate of the operation beyond 30 April 1994. In paragraph 39 of his report, the Secretary-General outlines the actions that would appear to be required to be taken by the General Assembly at its forty-eighth session in connection with the financing of ONUMOZ. During its consideration of the report, representatives of the Secretary-General provided the Advisory Committee with additional oral and written information. The Committee also had the benefit of meeting with the Chief Administrative Officer of the operation.

2. The Advisory Committee notes that, subsequent to his report contained in document A/48/849, the Secretary-General proposed and the Security Council authorized, by its resolution 898 (1994), the establishment of a United Nations police component of up to 1,144 personnel as an integral part of ONUMOZ, for the period from 15 February to 31 October 1994. By the same resolution the Security Council also requested the Secretary-General "... as the police contingent is being deployed, to begin immediately preparing specific proposals for the drawdown of an appropriate number of military personnel with the objective of ensuring there is no increase in the cost of ONUMOZ without prejudice to the effective discharge of its mandate". Since, at the time of the preparation of the report of the Advisory Committee, the Secretary-General had not yet submitted a report on the financial implications of the decision taken by the Security-Council in its resolution 898 (1994), the Advisory Committee will

submit an addendum to the present report as soon as the Secretary-General submits to the Committee such a report.

3. The introduction to the report of the Secretary-General provides background information on the development of the mission. As indicated therein, the General Assembly decided at its forty-eighth session, on an exceptional basis, to authorize the Secretary-General to enter into total commitments for ONUMOZ up to the amount of $82.3 million gross, inclusive of the authorization provided under General Assembly resolution 47/224 C, for the period from 1 November 1993 to 28 February 1994. The General Assembly decided also, as an ad hoc arrangement, to apportion the amount of $61.7 million gross among Member States.

4. The Advisory Committee was informed that contributions payable to ONUMOZ as at 1 January 1994 amounted to $81.4 million, assessments for the period from 1 November 1993 to 28 February 1994 amounted to $60.5 million and collections in 1994 amounted to $46.8 million. The Committee was also informed that payments had been made to troop contributors for amounts owed through September 1993. The payment for October 1993 of $6.7 million was made on 17 February 1994. Amounts owed for the months of November and December 1993 and for January 1994 total approximately $20.1 million. In this connection the Advisory Committee reiterates its prior recommendations regarding the non-payment or late payment of contributions to peace-keeping operations (A/47/990, para. 41).

## Financial performance for the period from 1 July to 31 October 1993

5. The Committee notes that, as reflected in annex I to the report of the Secretary-General (A/48/849), total savings of $21,527,100 gross ($21,212,300 net) for the period in question relate mostly to such objects of expenditure as military and civilian personnel costs, premises/accommodation, infrastructure repairs, transport operations, air operations, communications and assistance for disarmament and demobilization. The savings were somewhat offset by expenditure overruns relating mostly to medical supplies, commercial freight and cartage. Explanations of savings and expenditure overruns are contained in annex II to the report of the Secretary-General. The Advisory Committee notes some improvements in the format of the performance report.

6. The Committee recalls its recommendations stated in paragraph 16 of its report contained in document A/47/985 on the need to "... provide precise information with regard to voluntary contributions and other Trust Fund resources ..." and in paragraph 10 of its report contained in document A/47/990 on "... a clearer definition of the short-term humanitarian requirements of a mission and the long-term needs with a view to achieving greater consistency in the proposed financing of those activities". The Committee points out, in this regard, that paragraphs 36 and 37 of the report of the Secretary-General (A/48/849) provide some information on the Trust Fund for the Implementation of the Peace Process in Mozambique and the Trust Fund for Humanitarian Assistance in Mozambique. The Advisory Committee understands that the Trust Fund for Humanitarian Assistance is used to augment the financing of activities that parallel those financed from assessed contributions, while the Trust Fund for

the Implementation of the Peace Process in Mozambique is not used to add to the financing of any activities now covered by assessed contributions.

7. In addition to information provided in paragraph 37 of the report of the Secretary-General (A/48/849) on the involvement of the Trust Fund for Humanitarian Assistance in Mozambique in financing mine-clearing activities and assistance for disarmament and demobilization, the Committee was informed that expenditures, which would be financed from assessed contributions for the period from 1 July 1993 to 31 October 1994, are estimated at $4.2 million for mine clearing and $9.0 million for assistance for disarmament and demobilization.

8. The Advisory Committee was informed that the Trust Fund for Humanitarian Assistance made provision for mine clearance to assist in humanitarian efforts, while the assessed resources provided for training of additional demining teams to clear roads and bridges so as to allow ONUMOZ to execute its mandate. The Trust Fund was also used for financing broad-based programmes in the area of demobilization and reintegration, including travel, of demobilized soldiers, while the assessed resources provided for financing with respect to setting up camps in the assembly areas for ONUMOZ military observers, camp officers and medical personnel, as well as for tarpaulins and blankets for demobilized soldiers.

9. The Advisory Committee regrets that it has not received, as requested by the Financial Regulations, copies of the documentation establishing the above trust funds. It therefore requests that the documentation be provided at the earliest date.

10. The Advisory Committee was informed that, owing to the lack of available facilities in Mozambique, it has not been possible to obtain premises at no cost to the United Nations.

11. With regard to general purchases of goods and services, the Committee reiterates its recommendation that, whenever cost-effective and technically feasible, every effort should be made by the Secretariat, in accordance with established procurement procedures, to acquire services, resources and materials from local area sources (A/47/985, para. 24).

12. The Committee notes that sizeable savings of $2,724,500 were realized owing to delayed deployment and non-rotation of military personnel from three contingents after six months' stay in the mission area. Projected net savings of $2,265,800 under civilian personnel costs are also attributable mainly to delayed deployment of staff. In this connection, the Committee again reiterates its recommendation regarding periodic (six-month) rotation of civilian and military components (see A/47/990, para. 25). The Committee recalls that this recommendation also referred to a review of civilian and military entitlements, including subsistence allowance. The entire question of the entitlements and allowances paid to the personnel participating in peace-keeping operations continues to concern the Advisory Committee; it intends to revert to these matters in the context of its consideration of the comprehensive report of the Secretary-General called for in document A/47/990.

13. Some of the reported savings are rather notional, since they reflect delays in the operational plan of ONUMOZ and represent, in fact, a deferred charge on subsequent budgetary periods. The reported savings under premises/accommodation ($5,260,100), infrastructure repairs ($2,941,700) and assistance for disarmament and demobilization ($2,319,700) for the period from 1 July to 31 October 1993 will be somewhat offset by an increase under the relevant objects of expenditure for the period from 1 November 1993 to 30 April 1994.

## Revised cost estimate for the period from 1 November 1993 to 30 April 1994

14. The revised requirements for ONUMOZ for the period from 1 November 1993 to 30 April 1994 are estimated by the Secretary-General at $163,409,500 gross ($161,072,800 net), as reflected in column 1 of annex III to his report. These estimates provide for a total of 354 military observers, 6,226 military contingent personnel (out of an authorized level of 6,625), 128 civilian police observers, 243 international civilian staff, 200 United Nations Volunteers and 500 local staff. The Committee notes that the cost estimates take into account the schedule of contingent deployments and expected dates of arrival of staff and Volunteers in the mission area. The Committee was informed that, as at 31 January 1994 a total of 200 international civilian posts, 100 posts of United Nations Volunteers, 125 posts of civilian police observers and 350 local posts were occupied.

15. The Committee notes a projected decrease (by 112) in the number of international staff from the authorized level of 355 to 243 and understands that this decrease will be compensated by a proposed increase in the number of United Nations Volunteers from 100 to 200.

16. The Committee is concerned at the high cost of travel of international civilian staff to the mission, estimated at an average of $8,800 per person per round trip, inclusive of the entitlement for 100 kilograms of excess accompanied baggage, and recommends that the Secretary-General review the travel arrangements and entitlements, in particular the possibility of providing for excess unaccompanied baggage in lieu of the present arrangement for accompanied baggage, with a view to containing the high cost of travel.

17. The Committee points out that the estimated requirements for spare parts, repairs and maintenance, as well as for petrol, oil and lubricants, do not take into account possible delays in vehicle delivery and therefore may be somewhat overestimated.

18. The Advisory Committee was also informed that, following the projected acquisition of the VSAT Earth stations at a total of $2 million, there will be a reduction in requirements for commercial communications (INMARSAT user charges).

19. The Committee points out that there is a wide divergency in the rental costs of what appear to be the same type of helicopters being rented for different missions. The Committee is of the opinion that the Secretariat should look into this matter with a view to arriving at a standard rental cost at the most economical rates.

20. In view of its observations, and taking into account additional information provided by the Secretariat and referred to above, the Committee recommends that an amount of $161,799,100 gross be appropriated for the period from 1 November 1993 to 30 April 1994. In addition, the Committee recommends that an unencumbered balance of $21,527,100 gross ($21,212,300 net) in respect of the period from 1 July to 31 October 1993 be set off against the amount to be assessed on Member States for the period from 1 November 1993 to 30 April 1994.

## Revised cost estimate for the period from 1 May to 31 October 1994

21. The revised cost estimate of maintaining ONUMOZ for the six-month period from 1 May to 31 October 1994 is $165,303,000 gross ($162,231,600 net), as reflected in column 2 of annex III to the report of the Secretary-General. The cost estimate provides for 354 military observers, 6,226 military contingent personnel, 128 civilian police, 255 international staff, to be supplemented by an additional 1,200 international civilian electoral observers for a period of three weeks, 200 United Nations Volunteers and 506 locally recruited staff, to be supplemented by an additional 1,200 local staff (drivers, guides and interpreters) for a period of up to three weeks during the elections. The Advisory Committee was informed that the increase in the number of international staff from 243 to 255 during this period relates totally to the provision of support to the elections.

22. The Advisory Committee is not convinced that sufficient justifications exist for the proposed increase in the number of international staff from 243 to 255, given the fact that support to the elections will be provided by 1,200 international electoral observers. The Committee is not convinced either that the proposed one-to-one ratio of 1,200 local staff to 1,200 international electoral observers is justified. The Committee recommends, therefore, that the number of international staff should not exceed 243 and that the Secretariat should review the numbers of both international electoral observers and local staff with a view to containing the cost of the operation.

23. The Advisory Committee understands that a number of security officers have been detailed from Headquarters to serve in ONUMOZ. The Committee recognizes the necessity for improved security in the mission area and the responsibility of the Special Representative of the Secretary-General in this regard; however, it believes the matter should be adequately discussed and any policy in this respect comprehensively developed. It therefore requests the Secretary-General to report on this matter in an appropriate manner.

24. In view of the above observations, and bearing in mind that the current mandate of ONUMOZ extends through 30 April 1994, the Advisory Committee recommends that, subject to action of the Security Council, the General Assembly authorize the Secretary-General, with the prior concurrence of the Advisory Committee, to enter into commitments for a period of up to three months beginning 1 May 1994 at a monthly rate not to exceed $26.9 million gross. The Advisory Committee further recommends that the Assembly request the Secretary-General to submit a budget corresponding to the mandate period by May 1994 for review by the Advisory Committee. The budget should incorporate

the financial implications of such action as the Security Council may wish to take following the progress report of the Secretary-General to the Council in April 1994. The Advisory Committee points out that the above approach will provide for budget preparation and thus ensure more timely consideration of the budget estimates.

Compliance with recommendations of the Advisory Committee

25. The Advisory Committee requests that, in the future reports of the Secretary-General on the financing of ONUMOZ, precise information should be given on implementation of or compliance with the recommendations of the Committee that have been endorsed by the General Assembly.

---